30 May 2014

Original: English

Committee for Programme and Coordination
Fifty-fourth session
2-27 June 2014
Agenda item 3 (b)
Programme questions

Proposed strategic framework for the period 2016-2017

Review of part two: biennial programme plan by sectoral, functional and regional bodies

Note by the Secretariat

1. At its fifty-seventh session, held on 13 December 2013 and from 13 to 21 March 2014, the Commission on Narcotic Drugs considered the proposed biennial plan for Programme 13, International drug control, crime and terrorism prevention and criminal justice. The Commission decided, as proposed by the Chair, that the written comments transmitted by Member States to the Secretariat, as well as the points raised by the Director of the Division for Operations of the United Nations Office on Drugs and Crime (UNODC) would be submitted to the Committee for Programme and Coordination for consideration at its fifty-fourth session, in June 2014. It was further agreed that the proposed strategic framework would be discussed at a meeting of the standing open-ended intergovernmental working group on improving the governance and financial situation of UNODC, in preparation for its consideration by the Commission on Crime Prevention and Criminal Justice during its twenty-third session, held from 12 to 16 May 2014.

2. At its twenty-third session, held from 12 to 16 May 2014, the Commission on Crime Prevention and Criminal Justice considered the proposed biennial plan for Programme 13 and decided to transmit the comments received from Member States together with the proposed strategic framework for the biennium 2016-2017 to the Committee for Programme and Coordination for its consideration at its fifty-fourth session.

3. Accordingly, the Secretariat provides herewith the written comments of Member States received by the Commission on Narcotic Drugs (as contained in the report on the fifty-seventh session of the Commission, E/2014/28-E/CN.7/2014/16) and the Commission on Crime Prevention and Criminal Justice.

14-54348 (E)

Please recycle

Annex

I. Comments received from the Commission on Narcotic Drugs on the proposed biennial programme plan for programme 13

1. In his statement, the Director of the Division for Operations of the United Nations Office on Drugs and Crime (UNODC) noted that the implementation of follow-up to the full cost recovery was a collective responsibility and that there seemed to be six main points that should be addressed: (a) that high overhead costs posed risks to partnerships, an issue that would be further discussed at a meeting of the standing open-ended intergovernmental working group on improving the governance and financial situation of UNODC; (b) that full cost recovery was not a new charge but only a more transparent manner of charging; (c) that more reporting should take place at the programming level; (d) that human rights guidelines and the risk assessment tools will continue to be implemented by UNODC at the programme level and that Member States would be informed in that regard; (e) that cost discipline would be implemented both at headquarters and in the field; and (f) that there was a need for additional consultations between UNODC and Member States.[1]

2. With regard to the strategic framework for 2016-2017, one delegation mentioned that, when addressing the concept of "fully costed" programmes, reference should be made to the fact that the concept of full cost recovery had been only provisionally endorsed. A few delegations suggested that the issues of cost efficiency, effectiveness and transparency be referred to in the draft strategic framework as applying to both UNODC headquarters and field offices.

3. Another delegation stressed the importance of the document providing for full cooperation with civil society and expressed support for further expansion and implementation of results-based management and budgeting. Support was expressed for the work being undertaken to implement the UNODC position paper on human rights, and it was requested that efforts be made to report consistently on that issue in the context of reporting on overall programme results.

4. One speaker made several specific comments on the draft strategic framework for 2016-2017, including with regard to harmonizing the terminology used, placing greater emphasis on the concept of prevention, amending references to the United Nations crime congresses, engagement with stakeholders and the need to apply the principles of enhanced transparency and good governance equally to field offices and UNODC headquarters.

5. With regard to the review by the Commission on Narcotic Drugs of the proposed strategic framework for the period 2016-2017, the Commission decided, as proposed by the Chair, that the written comments transmitted by Member States to the Secretariat, as well as the points raised by the Director of the Division for Operations (see para. 1 of the annex), would be submitted to the Committee for Programme and Coordination for consideration at its fifty-fourth session, in June 2014, together with the proposed strategic framework for the period 2016-2017, modified as appropriate. It was further agreed that the proposed strategic framework would be discussed at a meeting of the standing open-ended intergovernmental

[1] See the report of the Commission on Narcotic Drugs at its fifty-seventh session, E/2014/28-E/CN.7/2014/16.

working group on improving the governance and financial situation of UNODC, in preparation for its consideration by the Commission on Crime Prevention and Criminal Justice during its twenty-third session, held from 12 to 16 May 2014.

II. Comments received from the Commission on Crime Prevention and Criminal Justice on the proposed biennial programme plan for programme 13

6. It was noted that the Commission on Crime Prevention and Criminal Justice should be clearly recognized as the policy body responsible for the United Nations crime prevention and criminal justice programme and that the United Nations congresses on crime prevention and criminal justice were not a decision-making or governing body, but a consultative body and a forum for the exchange of information and experiences, which should be reflected in the strategic framework for 2016-2017. One speaker noted the need for better prioritization among the objectives in the draft strategic framework, as well as for improved coordination and cooperation with other United Nations agencies. Several speakers expressed support for the application and the continued improvement of results-based planning and management and programme-level outcome reporting.

7. As far as the strategic framework for the biennium 2016-2017 was concerned, the Commission decided to follow the same approach as the one agreed upon by the Commission on Narcotic Drugs at its fifty-seventh session, in March 2014, and to transmit the comments received from Member States together with the proposed strategic framework for the biennium 2016-2017 to the Committee for Programme and Coordination for its consideration at its fifty-fourth session, in June 2014.

Written comments received from Member States on the proposed strategic framework 2016-2017

Canada

8. The comments and suggestions contained in paragraphs 8 to 62 of the present document were prepared for the draft version of the proposed strategic framework for the period 2016-2017 contained in E/CN.7/2014/CRP.4[2] and not the more recent version of the proposed strategic framework contained in A/69/6 (Prog. 13), which was referred to during the meeting of the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime, held on 24 April 2014.

Overall orientation section and the United Nations Congress on Crime Prevention and Criminal Justice

9. The work of UNODC with respect to the United Nations Congress on Crime Congress Prevention and Criminal Justice is addressed in several parts of the proposed strategic framework. The role of UNODC in providing support for the

[2] References to paragraph numbers of the proposed strategic framework in the present document follow the numbering used in A/69/6 (Prog. 13), unless otherwise indicated.

work of the Congress is referred to under subprogramme 3 (Countering corruption). We do not believe this reference is a good fit for subprogramme 3.

10. We would, however, argue that such a reference be made in the overall orientation section, and more specifically in paragraph 13.9, rather than under one specific subprogramme. The reason is that the work of UNODC work related to the Congress is relevant to most, if not all, of the subprogrammes. Furthermore, the outcome of the Thirteenth Congress is still to be determined.

11. We also believe that the current text under 13.9 does not adequately reflect the relationship between the Commission on Crime Prevention and Criminal Justice and the Congress. In 1991, the United Nations crime prevention and criminal justice programme was restructured on the basis of General Assembly resolution 46/152. The resolution identified the roles, respectively, of the congresses and the Commission. The Commission is the policy body responsible for the United Nations crime prevention and criminal justice programme. The congresses, in turn, are envisaged essentially as a forum for the exchange of information and experience, and for the identification of emerging trends (see resolution 46/152, annex, para. 29).

12. Any outcome (i.e., a declaration) emerging from the United Nations Congress on Crime Congress Prevention and Criminal Justice is to be submitted to the Commission on Crime Prevention and Criminal Justice for its consideration in the form of resolutions. The Congress is neither a policymaking nor a mandate-generating body.

13. We therefore propose that paragraph 13.9 of the proposed strategic framework be amended as follows:

> 13.9 The main United Nations policymaking organs in matters of international drug control, crime prevention and criminal justice, which function as governing bodies of the Office, are the Commission on Narcotic Drugs and its subsidiary bodies, and the Commission on Crime Prevention and Criminal Justice; UNODC also supports the International Narcotics Control Board and the United Nations Congress on Crime Prevention and Criminal Justice.

Greater emphasis needed on the issue of prevention in the proposed strategic framework

14. There are a number of areas in the proposed strategic framework where prevention should be emphasized, and in some cases it is not mentioned at all.

15. In paragraph 13.1, we propose the inclusion of the words ", crime prevention" after the word "judicial". The reason is that for UNODC, prevention is relevant to the work of both the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice.

16. In paragraph 13.4, the first sentence refers to the need, as part of the foundation of rule of law, for "comprehensive legislation and effective ... justice ... and effective ... criminal justice system". We would propose that the first reference to justice is not required as it is captured in the fuller reference. We also propose also that prevention should be referenced, by including it after "international cooperation".

17. In paragraph 13.5 of E/CN.7/2014/CRP.4 (which has been rolled into paragraph 13.4 in A/69/6 (Prog. 13)), crime prevention is omitted, although it is

called for in various international laws such as the United Nations Convention against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Trafficking in Persons Protocol), and is relevant to issues relating to drugs, crime and trafficking of all types. It encompasses the prevention of revictimization and of reoffending, and as a result should be specifically referenced. We thus propose that paragraph 13.5 (see E/CN.7/2014/CRP.4) begin with "Effective crime prevention and ...".

18. We are pleased to see the references to the rule of law and to corruption in paragraphs 13.3 and 13.4.

Subprogramme 1. Countering illicit drug trafficking and transnational organized crime

19. We previously referred to our view that prevention is central to the work of both the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice. We suggest the inclusion of "prevention" in the title of subprogramme 1.

20. In indicator of achievement (a) (iii) of E/CN.7/2014/CRP.4, we note there is no mention of ratification and implementation of the Trafficking in Persons Protocol, though there is for the other transnational crime treaties. (This appears to have been rectified in the version contained A/69/6/ (Prog. 13) but please see additional comments relevant to this issue below).

21. We noted that listed are three indicators on the Protocols to United Nations Convention against Transnational Organized Crime. One is a general indicator on ratifying three protocols drawing upon UNODC assistance, while the other two are specific to additional ratification of the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (Smuggling of Migrants Protocol)and the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime (Firearms Protocol), without reference to UNODC support.

22. We would appreciate some clarity as to why additional ratifications of the Trafficking in Persons Protocol is not listed as an indicator. For instance, various reports have indicated that diversified drug trafficking organizations may also be involved in human trafficking.

23. We would also suggest considering that the first indicator on the Protocols (and the previous indicator on the Convention) would be better expressed as the number of Member States seeking assistance to implement the Protocols (or Convention). That would be a better indicator and could be further broken down by parties and non-parties. The indicators should recognize that some countries must ratify before they can take steps to implement, while others implement fully before they ratify.

24. If the limitation that eliminates listing the Trafficking in Persons Protocol is on the basis of document length, a more general indicator about the number of additional ratifications of the three Protocols could be used.

Consistency of terminology

25. We note that trafficking is used in some cases (such as "trafficking in persons") but in other cases there are specific references to "illicit trafficking". We would suggest simply agreeing to understand "trafficking" as meaning illicit. As it stands, using the terms inconsistently implies that there is both "illicit" and "licit" trafficking.

26. Under expected accomplishment (c), we note that the meaning of the last phrase ("... including those in emerging drug and specific crime issues", see E/CN.7/2014/CRP.4) is unclear.

27. The accomplishment omits any reference to prevention, which may be intentional, but seems inconsistent as the title of programme 13 is "International drug control, crime and terrorism prevention and criminal justice", and also given the text of some of the indicators, such as (c) (i) "... institutional strengthening and capacity-building in the areas of ... transnational organized crime ...".

28. We would thus propose that expected accomplishment (c) be changed so that it reads "Increased capacity of requesting Member States, with the assistance of UNODC, to effectively [add: prevent] and take action against transnational organized crime ...".

29. Under strategy 13.13 (f) (see E/CN.7/2014/CRP.4) (13.12 (e) in A/69/6 (Prog. 13)), it is not clear whether the intent here is to restrict the technical assistance to justice systems and not to those relevant to prevention. If this is not the case, we propose the following wording: "Providing technical assistance including ... to enhance [add: crime prevention and criminal] justice systems ... Increasing assistance to States in implementing action-oriented programmes [add: to prevent and combat] ... drug trafficking;"

Subprogramme 2. Prevention, treatment and reintegration, and alternative development

30. Under expected accomplishment (c), the language in E/CN.7/2014/CRP.4 refers only to improved access to HIV/AIDS prevention for people who might be or have been trafficked and does not refer to reducing vulnerabilities to drug use as is suggested in the objective (the wording of expected accomplishment (c) has been changed in A/69/6 (Prog. 13)).

31. The language in the objective speaks to reducing vulnerabilities to drug use and HIV/AIDS among victims of trafficking. The language of expected accomplishment (c) appears to go beyond and include those who might be trafficked, suggesting that the intent may be to include those vulnerable to being trafficked.

32. We propose that expected accomplishment (c) read as follows "... public health oriented policies and programmes [delete: on human trafficking] towards improved access to [add: drug use and] HIV/AIDS prevention, treatment, care and support services for people who [add: are vulnerable to] or have been trafficked."

Subprogramme 3. Countering corruption

33. We propose modifying the title of subprogramme 3 to read "Preventing and countering corruption".

34. Currently there is inconsistency between the titles of subprogrammes regarding their inclusion of "prevention". In this particular case, chapter II of the United Nations Convention against Corruption focuses on prevention and that focus should be reflected here.

35. We note that expected accomplishment (c) includes prevention, while strategy paragraph 13.15 (b) (see E/CN.7/2014/CRP.4) called for "promoting strong preventive measures ..." And paragraph 13.14 (b) in A/69/6 (Prog. 13) called for "enhancing ... capacities to prevent corruption ...".

36. We question why the United Nations Congress on Crime Congress Prevention and Criminal Justice is managed through subprogramme 3. We all have an interest in ensuring that the costing is properly done and that donor funds supporting anti-corruption efforts do not inadvertently subsidize the Congress, and vice versa.

37. We previously made reference to the fact that the Congress is not a policymaking body. We would propose deleting the last sentence in paragraph 13.15 (h) (see E/CN.7/2014/CRP.4) (or amending paragraph 13.14 (h) in A/69/6 (Prog. 13)) so that the text would read as follows:

> (h) Coordinating and monitoring the follow-up and implementation of the mandates contained in the relevant resolutions and decisions of the treaty-based organs and governing bodies;

38. Under expected accomplishment (c), we propose adding prevention in relation to economic fraud and identity theft. While it can be said that "address" may encompass prevention, generally in this forum, prevention would be specified where intended and not assumed.

39. Under indicator c (iii), we propose that "prevent", be added before "detect". This would be more consistent with objective (c) and indicator (ii).

40. In paragraph 13.15 (j), (13.14 (j) in A/69/6 (Prog. 13)) we propose that prevention be added: "... [to prevent and] address economic fraud and identity-related crime."

Subprogramme 4. Terrorism prevention

41. Given the objectives of subprogramme 4 and the work being led under the mandate of UNODC relating to terrorism, we would suggest revising the title from "Terrorism prevention" to "Preventing and combating terrorism".

42. More narrowly limiting the title to just "terrorism prevention" would seem to be overly narrow and would not track with what is already included within the "Expected accomplishments" (for example, in expected accomplishment (a) "enhanced technical assistance ... to prevent and combat terrorism").

43. We note the objective does not address the concept of prevention whereas the title and expected accomplishments (a) and (b) do, as do indicators (a) (i) and (b) (iv).

44. Under indicator (b) (iii), we propose that the text read "...strategies/action plans for [add: preventing and] combating terrorism ...".

45. Under strategy, paragraph 13.16 (see E/CN.7/2014/CRP.4), we propose that it be modified to say "... strengthening Member States' [add: crime prevention and]

criminal justice responses ...". This would be consistent with the objective and, at minimum, the expected accomplishment (b).

46. Canada supports the language in paragraph 13.15 (e) in A/69/6 (Prog. 13), where the strategy recognizes the need to ensure greater cooperation with the Counter-Terrorism Committee of the Security Council and with other key parts of the United Nations counter-terrorism system. The clear value here around greater coherence would be minimizing instances of duplication in counter-terrorism efforts.

47. For paragraph 13.15 (f) in A/69/6 (Prog. 13), please see our previous comments regarding the Congress, which is not a governing body (see para. 37 above). This paragraph could end after the words "governing bodies".

Subprogramme 5. Justice

48. We suggest that the title be revised to "Crime prevention and criminal justice", as this would be more consistent with the mandate of the Commission on Crime Prevention and Criminal Justice, the range of norms and standards and the overall objective of the subprogramme.

49. We note the reference in the overall orientation to "engagement with a wide cross-section of stakeholders from Member States, including academic, technical, political and civil society actors" (paragraph 13.7 in A/69/6 (Prog. 13)). This idea is especially important for subprogramme 5 and it could be emphasized/highlighted in that part of the text, particularly in the strategy portion.

50. There is concern with the fact that reference is made, in 13.16 (c) (A/69/6 (Prog. 13)), to developing and disseminating model legislation, without a qualifier on the need for the Commission on Crime Prevention and Criminal Justice to review and adopt the model laws in question. While UNODC can develop and disseminate a training toolkit in support of implementation efforts regarding existing international instruments and standards and norms without submitting the toolkit to the Commission for review and approval, we would argue, however, that model laws are different.

51. Canada made this point before the Commission several years ago in reference to the model law developed by UNODC in relation to the Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime.

52. The relevant part of our intervention on standards and norms during the nineteenth session of the Commission, in 2010, read as follows:

> Mr. Chairman, let me conclude by saying a few words on Canada's support for the work of the UNODC and Member States in providing technical assistance and developing new tools in relation to these norms and standards. Canada supports the development of manuals and handbooks by expert groups, such as was done for the Criminal Justice Handbook Series and the Criminal Justice Assessment Toolkit. We would, however, express a word of caution about the development of model legislation by expert groups, without such model legislation being circulated to the Commission for its review and consideration, given their impact on legislative texts which are within the purview of our governments.

53. Hence, we would propose to amend paragraph 13.16 (c) as follows:

(c) Developing and disseminating reference tools, guidance notes, operational tools, handbooks, training curricula, studies, good practices and information technology resources; as well as to assist in the elaboration and dissemination of model legislation, subject to its review and consideration by the Commission on Crime Prevention and Criminal Justice;

54. In line with our comments in relation to paragraphs 13.9 (A/69/6 (Prog. 13)) and 13.15 (h) (see E/CN.7/2014/CRP.4), above, we would propose to amend paragraph 13.17 (d) (see E/CN.7/2014/CRP.4) as it erroneously refers to the United Nations Congress on Crime Prevention and Criminal Justice as a "governing body" on par with the Commission. Instead, the paragraph should be amended to read as follows:

(d) Providing technical and substantive support to the Commission on Crime Prevention and Criminal Justice, the United Nations Congress on Crime Prevention and Criminal Justice, the Economic and Social Council and the General Assembly, and coordinating, implementing and monitoring the follow-up to the mandates contained in relevant resolutions, decisions and outcome documents of these governing bodies;

55. Under strategy, paragraph 13.16 (b) (A/69/6 (Prog. 13)), we suggest further weighting to the prevention side, with the possible exceptions to this being the headings of "justice for children, victims and witnesses". The following language could be revised to be clearer in intent and scope:

- Is it children as a stand-alone group?
- Is it child witnesses and victims in the justice system, as referred to in the Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime?
- Is it victims alone, which could take in prevention of revictimization as well as justice for them from the justice system?

Subprogramme 8. Technical cooperation and field support

56. Under "Expected accomplishment" (b). noted are "enhanced transparency, effectiveness, accountability and good governance of UNODC field offices". We would suggest that this language also be mirrored for the headquarters work of UNODC, as well as their work relating to specific in-country projects.

57. Paragraph 13.19 (a) of A/69/6 (Prog. 13) refers to the "... technical assistance mandates of the Office". This would seem to reinforce our point earlier around the "expected accomplishments" for UNODC headquarters. It would be helpful if the secretariat could further elaborate on the roles of the field offices along with that of the secretariat in implementing technical assistance projects.

58. In line with the above, the "Objective of the Organization" for subprogramme 8 should be revised to specifically reflect the role of headquarters for coordination purposes.

59. Indicator of achievement (b) (ii) refers to a "decrease in adverse audit and evaluation observations for field offices". A more indicative, valuable indicator for Member States would be the forward-looking language from indicators (a) (i)

and (ii), such as the number of country and regional integrated programmes implemented and the percentage of Member States indicating satisfaction.

Subprogramme 9. Provision of secretariat services and substantive support to the governing bodies and the International Narcotics Control Board

60. Consistent with our earlier comments, Canada is concerned with the fact that the proposed strategic framework would have UNODC provide substantive and technical support to the United Nations Congress on Crime Prevention and Criminal Justice in order to enable it to fulfil its role as a policymaking organ of the United Nations and as a governing body of UNODC, on par with the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice.

61. For the reasons explained in greater detail above, this is not correct as the Congress does not make policy. Rather, it adopts a declaration, which may contain policy-related recommendations that are then submitted to the Commission on Crime Prevention and Criminal Justice for its consideration. The policymaking body is thus the Commission, and not the Congress.

62. To address our concerns, we would propose amending subparagraphs (a) to (c) of paragraph 13.20 of A/69/6 (Prog. 13) to read:

> 13.21 Substantive responsibility for implementation of the subprogramme lies with the Division of Treaty Affairs. The objective will be achieved by:
>
> (a) Providing substantive and technical support to the following bodies, to enable them to fulfil their role as policymaking organs of the United Nations on matters of international drug control and crime prevention and criminal justice, and as governing bodies of the United Nations Office on Drugs and Crime:
>
> (i) The Commission on Narcotic Drugs (including following up to the 2014 high-level review of the implementation by Member States of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem (United Nations publication, Sales No. E.10.XI.8));
>
> (ii) The Commission on Crime Prevention and Criminal Justice;
>
> (iii) The five subsidiary bodies of the Commission on Narcotic Drugs (the meetings of Heads of National Drug Law Enforcement Agencies for Africa, Asia and the Pacific, Europe and Latin America and the Caribbean, and the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East);
>
> (iv) The Economic and Social Council;
>
> (v) The General Assembly, including preparations for the special session of the General Assembly on the world drug problem in 2016;
>
> (b) Providing support to the follow-up to the Thirteenth United Nations Congress on Crime Prevention and Criminal Justice and preparations for the Fourteenth Congress;
>
> (c) Coordinating and monitoring the follow-up of the mandates contained in the relevant resolutions and decisions by the governing bodies, as

well as promoting and implementing the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem;

United States of America

63. The following is a summary of the comments made by the United States of America with respect to the draft strategic framework contained in E/CN.7/2014/CRP.4.[1]

Overall orientation

64. Changes were suggested to paragraph 13.8 (see E/CN.7/2014/CRP.4) (13.7 of A/69/6 (Prog. 13)), in order to make clear that full cost recovery was approved on a provisional basis. Paragraph 13.7 would read as follows:

> 13.7 The Office has responded to the growing demand for its services, as well as a shrinking resource base for core programmatic support, by establishing an integrated mode of programme planning implementation and reporting. Essential to this approach is the development, approved by the reconvened meetings, in 2013, of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, on a transitional and provisional basis, of fully costed country, regional and other programmes, which allow the Office to respond to the priorities of Member States in a more sustainable manner.

65. It was suggested that text be removed from paragraph 13.9 of A/69/6 (Prog. 13) since the United Nations Congress on Crime Prevention and Criminal Justice is a consultative body of the Commission on Crime Prevention and Criminal Justice, under the provisions of General Assembly resolutions 56/119 and 46/152. Paragraph 13.9 would read as follows:

> 13.9 The main United Nations policymaking organs in matters of international drug control, crime prevention and criminal justice, which function as governing bodies of the Office, are the Commission on Narcotic Drugs and its subsidiary bodies, and the Commission on Crime Prevention and Criminal Justice; UNODC also supports the International Narcotics Control Board

Subprogramme 1. Countering illicit drug trafficking and transnational organized crime

66. It was suggested that if subprogramme 3 mentions the United Nations Congress on Crime Prevention and Criminal Justice with respect to the United Nations Convention against Corruption, then subprogramme 1 should do the same with respect to the United Nations Convention on Transnational Organized Crime, otherwise the Congress could simply be mentioned only in subprogramme 9. It was also stated that the budgetary implications of all three of these subprogrammes need to be explained to Member States before the budget for the biennium is developed.

67. It was suggested that simple qualitative indicators, such as "number of countries" would not seem to be consistent with the integrated programme approach of UNODC. Questions arose as to whether more specific metrics and results could be included in each set of "indicators of achievement" in each subprogramme.

68. Questions arose as to why there is no indicator regarding the drug conventions and, as appropriate, preparation for the special session of the General Assembly on the world drug problem.

69. Changes were suggested to expected accomplishment (a) in order to account for the resolutions and outcomes of the fifty-seventh session of the Commission on Narcotic Drugs, including the role of UNODC in preparation for the special session of the General Assembly on the world drug problem. Expected accomplishment (a) would read as follows:

> (a) Increased technical assistance and other activities implemented, at the request of Member States, aimed at promoting the implementation of the international drug control conventions and the United Nations Convention against Transnational Organized Crime and the Protocols thereto and at supporting the preparation of the special session of the General Assembly on the world drug problem and supporting Member States in the implementation of decisions emanating from the special session

70. Regarding paragraph 13.13 (c) (see E/CN.7/2014/CRP.4), questions arose as to why the United Nations Global Plan of Action to Combat Trafficking in Persons is the only set of mandates cited in that subparagraph, since it would presumably be reviewed as one of many resolutions and decisions of the Commission on Narcotic Drugs and the Commission on Crime Prevention and Criminal Justice, such as those on new psychoactive substances, cultural property, crime at sea, and others (equally deserving of inclusion in the strategy?). Changes were suggested for paragraph 13.13 (c) of E/CN.7/2014/CRP.4 to read as follows:

> (c) Coordinating and monitoring the follow-up of the mandates contained in the relevant resolutions and decisions of the treaty-based organs and governing bodies;

Subprogramme 3. Countering corruption

71. In expected accomplishment (b) it was suggested that "enhanced support of UNODC" would not seem to be an expected accomplishment of the Secretariat. It was also suggested that references to the United Nations Congress on Crime Prevention and Criminal Justice be more appropriately placed solely in subprogramme 9. Expected accomplishment (b) would read as follows:

> (b) Improved capacity of Member States, supported by UNODC at their request, to draw on effective and efficient decision-making and policy direction in the context of the Conference of the States Parties to the United Nations Convention against Corruption and its subsidiary bodies and the United Nations Congress on Crime Prevention and Criminal Justice

72. For indicator of achievement (b) (iii) it was also suggested that references to the Congress be more appropriately placed in subprogramme 9.

Subprogramme 6. Research, trend analysis and forensics

73. Changes were suggested to expected accomplishment (a), which would read as follows:

(a) Enhanced access of Member States and other key stakeholders to increased knowledge to formulate strategic responses to address existing and emerging drugs and crime issues

74. Changes were suggested to indicator of achievement (a) (ii), which would read as follows:

(ii) Percentage of positive assessments of relevance and usefulness of research outputs for strategic response formulation, especially with regard to emerging issues

75. Changes were suggested to indicator of achievement (b) (ii) (see E/CN.7/2014/CRP.4), which would read as follows:

(ii) Number of national institutions working on crime statistics or producing data related to trends

76. A change was suggested with respect to indicator of achievement (c) (ii) (see A/69/6 (Prog. 13)), which would read as follows:

(ii) Increased number of laboratories participating actively in international collaborative exercises

77. A change was suggested to paragraph 13.17 (b), which would read as follows:

(b) Providing support and capacity-building to Member States, upon request, in their efforts to produce, disseminate and analyse drug, corruption and crime data and statistics;

Subprogramme 7. Policy support

78. Changes were suggested in expected accomplishment (b), using language drawn from the strategic framework for 2014-2015. Expected accomplishment (b) would read as follows:

(b) Advance capacity of Member States to implement relevant international conventions and standards and norms under the UNODC mandate through partnerships with relevant civil society entities and other institutions

79. A proposed additional indicator was included for expected accomplishment (b) because it was felt that "since civil society partnerships have involved other kinds of activities than those with private sector or other actors, as noted in paras 13.19 (a)-(c) below, a separate indicator specifically on civil society in order to continue measuring achievements — and lack thereof — is more than appropriate". Changes were also suggested to the existing indicator, also using language from the strategic framework for 2014-2015. The two suggested indicators would therefore read as follows:

(b) (i) Increased number of partnership and/or funding agreements with non-governmental organizations and other civil society entities

(ii) Increased number of partnership and/or funding agreements with Government foundations, scientific and academic organizations and private sector entities

80. A comment was made on paragraph 13.18 (c) of A/69/6 (Prog. 13), to the effect that "'Reaching out' would not seem sufficient for the indicator of

achievement described above. The purpose of such outreach should be explained, as it is in paras (a) and (b) above." Changes were suggested to paragraph 13.18 (d), which would read as follows:

> (d) Carrying out targeted advocacy and communication activities, with emphasis on key stakeholders in such substantive areas as drugs, corruption, human trafficking and smuggling of migrants;

Subprogramme 8. Technical cooperation and field support

81. A comment was made on indicator of achievement (a) (i), to the effect that "The number of programmes is far less important than validated accomplishments and results, as laid out in the programmes."

82. An additional indicator of achievement was suggested for expected accomplishment (a), to read as follows:

> (iii) Specific results in meeting or not meeting programme goals

83. A question was raised with respect to expected accomplishment (b), as follows: "Where are similar expected accomplishments incorporated with regard to all UNODC headquarters functions?".

84. A comment was made with respect to the indicators of achievement concerning expected accomplishment (b), as follows: "These indicators seem inadequate during the transition to a system of full-cost recovery, with more indicators needed on cost efficiencies, synergies, periodic reporting and best practices, effectiveness beyond a specific programme goal, etc.".

85. A comment was made with respect to the strategy section (13.19), asking how the strategy addresses expected accomplishment (b) of subprogramme 8.

86. An additional subparagraph was suggested for paragraph 13.19, which would read as follows:

> (g) Identifying, analysing and recommending where resources could be deployed from use at headquarters to use in the field for maximized impact in carrying out the normative and technical assistance mandates of the Office.

Subprogramme 9. Provision of secretariat services and substantive support to the governing bodies and the International Narcotics Control Board

87. A general comment was made for the indicators in subprogramme 9, stating that "these indicators seem inadequate during the transition to a system of full-cost recovery, with more concrete indicators needed. For example, an indicator could be added regarding how the Secretariat is identifying potential cost efficiencies, effectiveness standards, and a culture of evaluation in the Office's activities regarding its recommendations for, and implementation of, governing body resolutions and decisions."

88. A change was suggested to expected accomplishment (a), which would read as follows:

> (a) Increased, more effective work by UNODC contributing to the decision-making and policy direction processes of the United Nations policymaking bodies on drug, crime and terrorism issues

89. It was also suggested that, under the assumption that the United Nations Congress on Crime Prevention and Criminal Justice would only be referred to in subprogramme 9 and not in subprogrammes 1 or 2, indicator of achievement (b) (ii) could be made more specific.

90. With regard to paragraph 13.20 (a), point (iv), it was stated that "This point is unclear as to the role of the Congress itself, rather than the follow-up and preparatory activities listed. Additionally, if the Congress is to be listed here, it should be clearly identified as a consultative body of the Commission on Crime Prevention and Criminal Justice and removed from subprogramme 3".

Colombia

[Original: Spanish]

91. The comments in paragraph 92 relate to subprogramme 1 (countering illicit drug trafficking and transnational organized crime), subprogramme 3 (countering corruption), subprogramme 4 (terrorism prevention) and subprogramme 6 (research, trend analysis and forensics).

92. Efforts should be made to determine the added value of the United Nations Office on Drugs and Crime in identifying workplans that facilitate institutional strengthening and the transfer of effective capacities to Member States. Bearing that in mind, it is essential that any activities undertaken by the Office under the proposed subprogrammes focus on the real and effective transfer of capacities to participating States, in such a way that the Office becomes a strategic partner in building institutional capacity to counter organized crime, and in other areas covered by the mandate of the Office, and not an executing agency whose constituent units delegate the discharge of their functions. This comment is in no way intended to disregard the contributions made by the Office, which, in the case of Colombia, have been crucial for strengthening the capacity of the State to counter organized crime.

Subprogramme 2. Prevention, treatment and reintegration, and alternative development

93. It is noted that the issue of alternative development is not a priority under the proposed strategic framework of the Office for the period 2016-2017; moreover, it is merged with the issues of prevention and treatment. Clarification is required in that regard. The indicator of achievement for the objective relating to alternative development, as currently drafted, refers only to "additional countries assisted by UNODC in developing and implementing sustainable illicit crop control strategies". This indicator fails to reflect the success criteria of the subprogramme and the progress or results achieved by countries that currently receive such assistance from the Office. It is essential to include an indicator on facilitating assessment of the results of the subprogramme in terms other than the number of additional countries, particularly since alternative development is a component of the programme of UNODC in Colombia and one that has yielded successful results.

94. Colombia underscores the importance of giving greater attention to the issue of alternative development, which is a crucial factor in successfully tackling the problem of illicit drugs in producer countries.

Mexico

[Original: Spanish]

95. The Government of Mexico trusts that the United Nations Office on Drugs and Crime will improve its strategies for seeking the universality and full implementation of both the United Nations Convention against Transnational Organized Crime and its three Protocols (subprogramme 1, countering illicit drug trafficking and transnational organized crime). In that section of the document, it would be worth referring to collaboration with the United Nations system task force on transnational organized crime and drug trafficking as threats to security and stability the competent bodies of the United Nations system that the task force comprises in order to strengthen synergies in those areas and avoid duplication of effort.

96. Under subprogramme 3 (countering corruption), it would be desirable to reflect the contributions and participation of civil society and the private sector, given that the presence and contributions of those social sectors strengthen the activities proposed under the strategic framework.

97. Under subprogramme 6 (research, trend analysis and forensics), the Office should ensure that the strategic framework reflects the important role of the centres of excellence established in the various regions, which undoubtedly contribute to the work of the Office, with a view to strengthening their role further and ensuring the visibility of their work, which clearly represents a key contribution to the efforts made by the Member States in those areas.

Netherlands

98. The Netherlands wishes to emphasize that the Commission on Crime Prevention and Criminal Justice is the policymaking body responsible for providing guidance to the United Nations crime prevention and criminal justice programme. The United Nations Congress on Crime Prevention and Criminal Justice, organized every five years, should primarily be a forum for the exchange information and experiences among experts and practitioners. In this regard, the Netherlands wishes to support similar comments on this matter made by Canada in its submission to the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime.

99. The Netherlands supports the implementation of the full cost recovery methodology. The Netherlands hopes that this methodology will increase accountability and transparency and that it will support the Secretariat in identifying potential cost efficiencies and effectiveness standards, also at the headquarters level. Therefore, it is suggested, in subprogramme 8 (Technical cooperation and field support), that the text of expected accomplishment (b) "Enhanced transparency, effectiveness, accountability, and good governance of UNODC field offices", should include "and UNODC headquarters".

III. Outcome of the special meeting of the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime on the proposed strategic framework for 2016-2017, held on 24 April 2014

A. Introduction

100. The Co-Chairperson of the standing open-ended intergovernmental working group on improving the governance and financial situation of the United Nations Office on Drugs and Crime, Ignacio Baylina Ruiz (Spain), welcomed participants to an informal meeting of the working group, to give Member States an opportunity to discuss the proposed strategic framework for the period 2016-2017 in preparation for its review by the Commission on Crime Prevention and Criminal Justice at its twenty-third session.

B. Review of the proposed strategic framework for the period 2016-2017

101. The Chief of the Public Affairs and Policy Branch and Deputy Director of the Division for Policy Analysis and Public Affairs made introductory comments and recalled that the draft proposed strategic framework for the period 2016-2017 would be discussed by the Committee for Programme and Coordination in New York in June 2014. She informed participants that, as decided by the Commission on Narcotic Drugs, comments made by individual Member States during the fifty-seventh session of the Commission, as referred to in its report (see E/2014/28-E/CN.7/2014/16), would be made available to the Committee for its consideration. This had been exceptionally accepted by the Programme Planning and Budget Division, and the decision of the Commission would be implemented.

102. Two delegations referred to the written comments they had submitted to the Secretariat and that had been posted on the dedicated website for Member States, available from www.unodc.org/missions/en/wggf/index.html. Such comments covered, inter alia, references to be made to the United Nations Congress on Crime Prevention and Criminal Justice as a consultative body of the Commission on Crime Prevention and Criminal Justice rather than a policymaking or governing body; the need to refer to the full cost recovery funding model as having been agreed on a transitional and provisional basis; the need to mention the role of UNODC in the preparatory process for the special session of the General Assembly on the world drug problem, to be held in 2016, pursuant to the resolution on the subject adopted by the Commission on Narcotic Drugs at its fifty-seventh session; the need to reflect expected accomplishments such as transparency, effectiveness, accountability and good governance also for UNODC headquarters, in addition to field offices; the need to put greater emphasis on the issue of prevention throughout the subprogrammes and to include more specific result-oriented indicators of achievement in the strategic framework. It was also suggested that, while the Office could develop and disseminate training toolkits in support of norms and standards, model legislations developed by expert groups under subprogramme 5 of the proposed strategic framework should be submitted to the Commission on Crime

Prevention and Criminal Justice for review and consideration, given their impact on legislative texts which were within the purview of Governments.

103. One delegation highlighted the necessity of reporting on results and underlined the difference between activities and the results achieved through undertaking those activities. It also stated that many of the indicators in the proposed strategic framework appeared to measure the actions of UNODC rather than higher level results achieved, and that this should be addressed by using new indicators of achievement that would use such statistics as those on opium production or the seizures of illegal arms. The delegation also suggested the inclusion of an additional column in the proposed strategic framework to specifically talk about the activities that would be undertaken in order to reach the higher order results. In response, UNODC stated that it was in no position to make changes to the structure of the proposed strategic framework as that was a standard applicable to the entire Secretariat of the United Nations and decided in New York. It did state however that higher level programme results were available in the progress reports on programmes that were presented to the working group on an annual basis.

104. Another delegation raised the issue of the placement of drug control in its different interrelated aspects within the subprogramme structure of the proposed strategic framework. More specifically, the delegation stated that it would be better if there were clearer connections and better continuity between the law enforcement-oriented drug control work under subprogramme 1 (Countering illicit drug trafficking and transnational organized crime) and prevention/treatment in subprogramme 2 (Prevention, treatment and reintegration, and alternative development) in order to better ensure a comprehensive and balanced approach to drug control in the new version of the proposed strategic framework. It was suggested that expected accomplishments under subprogramme 2 should also refer to assisting Member States in implementing the drug control conventions, as these human rights-based instruments also deal with the impact of drugs on health and well-being, as well as with ensuring their availability for medical and scientific purposes, and not only the law enforcement side. The delegation stated that it was important to ensure that the conventions are seen as being valuable and balanced, as reiterated explicitly in the recently concluded session of the Commission on Narcotic Drugs. It was also suggested that the issue of alternative livelihoods could be more appropriately placed in subprogramme 1 than in subprogramme 2.